

**GOVERNOR'S TASK FORCE ON EDUCATIONAL EXCELLENCE**  
**Teacher Issues Subcommittee Report and Recommendations**  
*March 23, 2004 Draft—For Discussion Purposes Only*

**Subcommittee Charge**

Study and make recommendations on how to improve the state's ability to attract, recruit, train and retain high quality teachers so that every child and every classroom has a highly qualified teacher, including ways to increase compensation to attract our best young students to the profession, keep our experienced teachers in the profession, and align our best teachers with the toughest challenges.

**Problem statement**

The subcommittee recognizes that the quality of Wisconsin's teaching force is among the best in the nation. This is evidenced by Wisconsin's students consistent top 10 rankings in national testing programs ranging from the 4<sup>th</sup> grade tests administered by the National Assessment of Educational Progress (NAEP) to the ACT to the Armed Forces Qualification Test. According to Education Week's annual Quality Counts report Wisconsin is tied for 2<sup>nd</sup> (with Indiana and New Jersey) for the highest percentage of secondary level students being taught by a teacher with a major or minor in the subject being taught. Wisconsin ranks 2<sup>nd</sup> nationally (behind Vermont) in the highest percentage of secondary level students being taught by teachers with certification in the subject being taught.

However, the state's current system of compensation puts the state's ability to encourage teachers to pursue and maintain excellence at risk. Rather than having a system in place that provides incentives to teachers to improve instructional quality and maximize pupil learning, the current system that authorizes for the imposition of compensation increases based on a qualified economic offer (QEO), in combination with revenue limits, encourages stagnation. This stagnation provides few incentives for school districts to engage in collective bargaining, or to develop and fund innovative compensation systems that focus on increased staff knowledge and skills development leading to improved pupil learning. It is a testament to the dedication of teachers that the state continues to maintain its high rankings on national tests. However, to succeed in an increasingly competitive and global economy, Wisconsin must do better, and with the existing system even our current position is at risk.

Along with many other states, Wisconsin is also beginning to face increasing retirements of "baby boom" era teachers. From 1993 to 2003, the annual number of teachers reaching eligibility-for-retirement age has almost doubled. The combination of increasing teacher retirements and stagnating salaries creates the conditions that could lead to diminishing instructional quality at a time when our economic future depends on a highly educated work force.

The recruitment and retention problem is an even bigger concern in the effort to increase the diversity of Wisconsin's teaching force and to recruit and retain teachers in inner city and highly rural areas. Not only are increased efforts needed to encourage students of color to consider teaching careers, but Wisconsin must also increase the number of minority students who enter and graduate from college.

### **Subcommittee Work**

The subcommittee held six meetings between December 11 and March 17. At these meetings, the subcommittee received presentations on the qualified economic offer (QEO), health insurance, alternative compensation systems and teacher recruitment and retention. Presenters included (in order of appearance):

- Jack Kean, Assistant State Superintendent for Academic Excellence, Wisconsin Department of Public Instruction, on PI-34: presentation on DPI's administrative rules related to teacher licensure (meeting of 1/12/04)
- Thomas Korpady, Administrator, Insurance Services Division, Department of Employee Trust Funds: on issues related to health insurance costs (1/20/04 and 1/28/04)
- Judy Neumann, Chair, Wisconsin Employment Relations Commission: background and impact of the state's QEO law (1/20/04)
- Michael McNett, Director, Collective Bargaining and Research, Wisconsin Education Association Council: on the impact of the QEO on teachers (1/20/04)
- Al Jacobs, Executive Director, WEA Trust: on alternative strategies to hold down the cost of health care and health insurance (1/28/04)
- David Newby, President, Wisconsin State AFL-CIO: on AFL-CIO single payer-type health insurance plan for private sector employees (1/28/04).
- James Carlson, Director, Kettle Moraine UniServ Council: on the Plymouth School district's knowledge-and-skills based salary grid (2/27/04)
- Clark Reinke, Superintendent, Plymouth School District: on the Plymouth School district's knowledge-and-skills based salary grid (2/27/04)
- Sam Carmen, Executive Director, Milwaukee Teachers Education Association: on recruitment, retention and mentoring efforts for Milwaukee teachers (2/27/04)
- James Buchen, Vice-President for Government Relations, Wisconsin Manufacturers and Commerce: on school district spending and performance pay (2/27/04)
- Andrew Gokee, Outreach Specialist for the Native American Center at UW-Stevens Point: on the need to train more Native American teachers (2/27/04)
- William Andrekopoulos, Superintendent, Milwaukee Public Schools: on retention and compensation issues for Milwaukee teachers (2/27/04)
- Allan Odden, Professor of Educational Administration, University of Wisconsin-Madison: on alternative methods for implementing knowledge-and-skills based salary systems (2/27/04)

The subcommittee also engaged in much discussion and debate on issues related to the QEO, health insurance, the recruitment and retention of teachers and improving the diversity of Wisconsin teachers.

### **Teacher Compensation and Quality**

#### **Overview**

1. Beginning in the 1993-94 school year (FY94), dispute resolution in collective bargaining between school boards and professional teaching employees has been subject to the “qualified economic offer” (QEO) provision. Prior to FY94, teachers were subject to the same dispute resolution procedures as other municipal employees (see #2 below).
2. In brief, general dispute resolution procedures between municipal governing bodies and their municipal employees (note-many of these steps can be modified with the agreement of both parties) are as follows:
  - a) allows either party to petition the Wisconsin Employment Relations Commission (WERC) for binding arbitration, after a reasonable period of negotiation and WERC-conducted mediation (if both parties agree the negotiation-mediation steps can be bypassed);
  - b) requires the petitioning party(ies) to submit a preliminary final offer with its petition. If only one party petitions, the other party has 14 days to respond with its preliminary final offer;
  - c) requires the WERC to conduct an investigation to establish that the parties are, in fact, deadlocked;
  - d) prior to the completion of the investigation, requires both parties to submit to WERC their final written offers on the mandatory subjects of bargaining (i.e., related to wages, hours and conditions of employment) in dispute and a written stipulation on those issues on which agreement has been reached;
  - e) once WERC certifies that a deadlock exists, requires WERC to submit to the parties a list of 7 potential arbitrators, from which the parties alternately strike names until only one remains;
  - f) within 10 days of appointment, requires the arbitrator to schedule a public arbitration hearing (at any time up to the hearing, either party may modify its offer or agree to a settlement);
  - g) assuming no voluntary agreement is reached, requires the arbitrator to select one of either party’s final offers in its entirety. In reaching the decision the arbitrator must give greatest weight to state or administrative directives limiting spending or revenues; greater weight to local economic conditions and weight to a number of other factors primarily related to cost-of-living and wages, etc. for other, comparable municipal employees.

3. Under the QEO law, school boards can make a QEO, and avoid interest arbitration on economic issues, up to the time that the parties submit their final offers and WERC concludes its investigation.
4. To be a valid QEO, the proposal must:
  - a) provide a total compensation (salary and fringe benefits) increase over the prior school year equal to 3.8% as measured against the previous year's district-wide base, using the "cast forward" method (note that the courts have ruled that a valid QEO cannot exceed 3.8%);  
*(Note: The "cast-forward" costing method assumes that all teaching staff employed by the school district 90 days prior to the expiration of the current contract will return to the district in the following year. As noted by the Wisconsin Association of School Boards, in its Effective Bargaining Handbook "Castforward (sic) costing does not necessarily equal actual cost. Actual cost takes into account retirements, resignations, new hires, etc.")*
  - b) maintain the existing employee fringe benefits package, as it existed 90 days prior to the expiration of the previous contract, and the district's contribution effort to that package;
  - c) if maintaining the fringe benefit package costs less than 1.7% of total compensation, add the difference to the salary offer up to a total (salary and fringe) increase of 3.8% (if maintaining fringe benefits exceeds 1.7%, the board may reduce the salary offer);
  - d) provide a salary increase equal to 2.1% of total compensation, adjusted up or down for any fringe benefit offsets as described above;
  - e) distribute the salary increase first to pay employees for additional years of service before providing any general across-the-board increases (the salary grid structure itself cannot be changed unilaterally under a QEO);
5. Salary increases due to attaining additional professional qualifications (e.g., more credits, an advanced degree) are not subject to the QEO.
6. In Dodgeland Education Association v. WERC, the State Supreme Court ruled (February 2002) that teacher preparation time is a permissive subject of bargaining, not a fringe benefit and, therefore, not required to be included in a QEO, regardless of whether teacher preparation time had been a part of a previous memorandum of understanding between the school board and teachers union.
7. School administrators are subject to the 3.8% limit or the actual settlement reached with the teachers, whichever is greater.
8. WERC is charged with the responsibility of administering the QEO law and determining if submitted QEOs are valid.
9. Once the employer submits a valid QEO, no economic issues are subject to interest arbitration. Non-economic issues remain subject to interest arbitration.
10. If the WERC determines that a QEO is valid and that the parties are deadlocked, the employer may unilaterally implement the QEO.

11. Among public employees, the QEO law applies only to school district professional employees. School administrators, board members and teachers, while not in consensus on a solution, generally acknowledge that the QEO law has lowered teacher morale.

### **Governor Doyle's QEO Proposal in 2003-05 Biennial Budget**

12. As part of his recommendations for the 2003-05 biennial budget, Governor Doyle proposed:
- a) repealing the authority of a school district to avoid binding arbitration by making a qualified economic offer to the teachers' bargaining unit;
  - b) require that arbitrators give consideration to whether final collective bargaining offers promote an equal opportunity for a sound basic education, as required under the Vincent v. Voight decision;
  - c) require school boards to collectively bargain on education policy issues, but not subject those issues to arbitration without the consent of both parties;
  - d) if the school board's proposal links teacher compensation to pupil performance, authorize the teachers' bargaining unit to include items it believes are needed to meet those performance standards; and
  - e) for non-represented professional school district employees (i.e., administrators) repeal the annual limit on compensation increases of 3.8%, or the increase given to teachers, whichever is greater.
13. The Legislature's Joint Committee on Finance (the budget bill's first stop in the Legislature) removed Governor Doyle's QEO proposal because the committee determined it to be a policy item. However, the four Democrat members of the committee attempted to amend the bill to restore these items. The motion was defeated.

### **Impact of QEO on Teacher Compensation**

#### Impact on Reaching Settlements

14. As of 2/3/04, only 119 (28%) of the 426 school districts had settled their contracts for 2003-05. WEAC had yet to receive reports from 49 districts that they had settled for 01-03.

#### Health Insurance

15. The cost of health insurance has increased significantly in recent years. According to data from the Wisconsin Association of School Boards (see Table 1 below) comparing health insurance premiums to beginning teacher salaries, the average cost of family health insurance for teachers has almost doubled between the 1998-99 and 2002-03 school years.
16. In an analysis of school district 2003-04 budget reports, data from DPI show that average school district health insurance costs equal 27.1% of all salary costs (including administrators and support staff). For 10 districts, health insurance costs exceeded 40% of salary costs.

17. Given current health insurance inflation rates, it could be argued that over time, the current structure of the QEO is not sustainable. If, for example, health insurance premiums increase by an average rate of 20% annually, by 2017 a school district paying an average school teacher salary (\$45,000) could theoretically meet the QEO by reducing the salary to \$0 and paying only health insurance premiums. If rates increase by 25% (the approximate rate of increase in FY03) that point would be reached in 2014.

<b>TABLE 1</b> <b>State Wide Comparison</b> <b>Between BA Base and Health Insurance Increases – Historical</b>					
Year	Family Health Insurance Premium	Percent Increase	BA Base	Percent Increase	Insurance % of BA Base
1984-85	2,016		14,630		13.78%
1985-86	2,058	2.10%	15,705	7.35%	13.11%
1986-87	2,160	4.93%	16,715	6.43%	12.92%
1987-88	2,482	14.92%	17,711	5.96%	14.01%
1988-89	2,958	19.18%	18,640	5.25%	15.87%
1989-90	3,613	22.16%	19,541	4.83%	18.49%
1990-91	4,273	18.26%	20,526	5.04%	20.82%
1991-92	4,625	8.23%	21,548	4.98%	21.46%
1992-93	4,958	7.21%	22,558	4.69%	21.98%
1993-94	5,518	11.28%	23,209	2.89%	23.77%
1994-95	5,673	2.81%	23,651	1.90%	23.99%
1995-96	5,745	1.27%	24,031	1.61%	23.91%
1996-97	6,027	4.91%	24,530	2.08%	24.57%
1997-98	6,218	3.17%	25,090	2.28%	24.78%
1998-99	6,691	11.01%	25,733	2.56%	26.00%
1999-00	7,124	6.47%	26,454	2.80%	26.93%
2000-01	8,024	12.65%	27,054	2.27%	29.66%
2001-02	9,646	20.21%	27,668	2.27%	34.86%
2002-03 <sup>1</sup>	13,022	35.00%	28,296	2.27%	46.02%
Avg. - Since 84-		11.43%		3.75%	
Avg. - Since 90-		10.96%		2.90%	
Avg. - Since 93-		10.88%		2.29%	
Aggregate Increase		546%		93%	
<sup>1</sup> Estimate					
Source: WASB Database – March 22, 2002.					

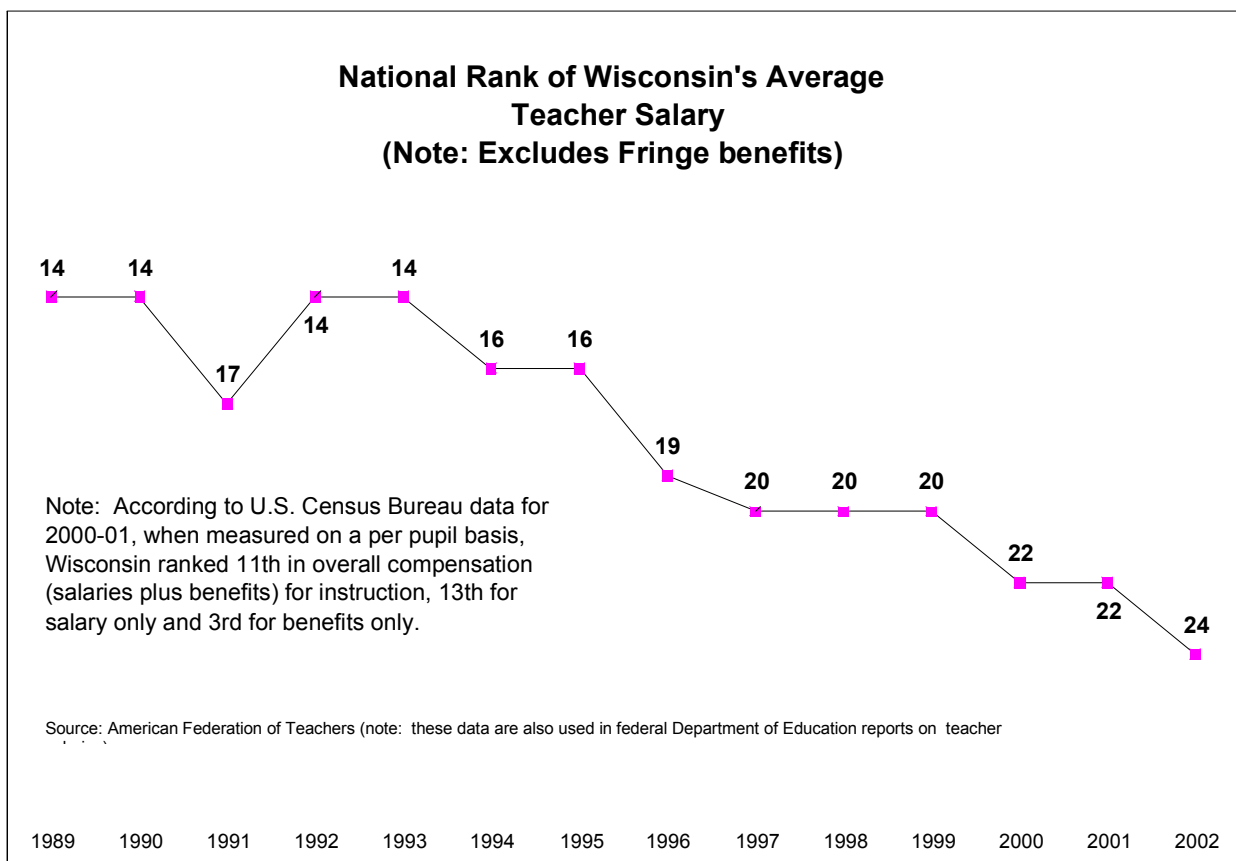
*Note that family health insurance premiums vary significantly between school districts. These numbers represent averages.*

18. Health insurance costs also exhibit regional differences, which in Wisconsin's case appear to disproportionately affect the southeast part of the state. Based on DPI data, health insurance costs in CESA 1 (the Cooperative Education Service Agency covering southeast Wisconsin) equal 30.9% of salaries compared to 25.5% for the rest of the state. The actual dollar difference may even be higher, given that teacher salaries are generally higher in southeast Wisconsin.

## Impact on Teacher Salaries

19. According to national survey data collected by the American Federation of Teachers, Wisconsin's rankings on average teacher salaries, excluding fringe benefits, have declined consistently since the QEO law was implemented. This decline in national ranking also exists when comparing Wisconsin teacher salaries to comparable salaries in the private sector and adjusting teacher salaries for the cost of living. These data indicate that Wisconsin's teachers (\$41,056) are paid well below the national average (\$44,367). Wisconsin's teachers start at a salary level (\$27,397) well below the national average (\$30,719). Finally, Wisconsin has the lowest average salary and lowest beginning salary in the Great Lakes Region.

**Chart 1**



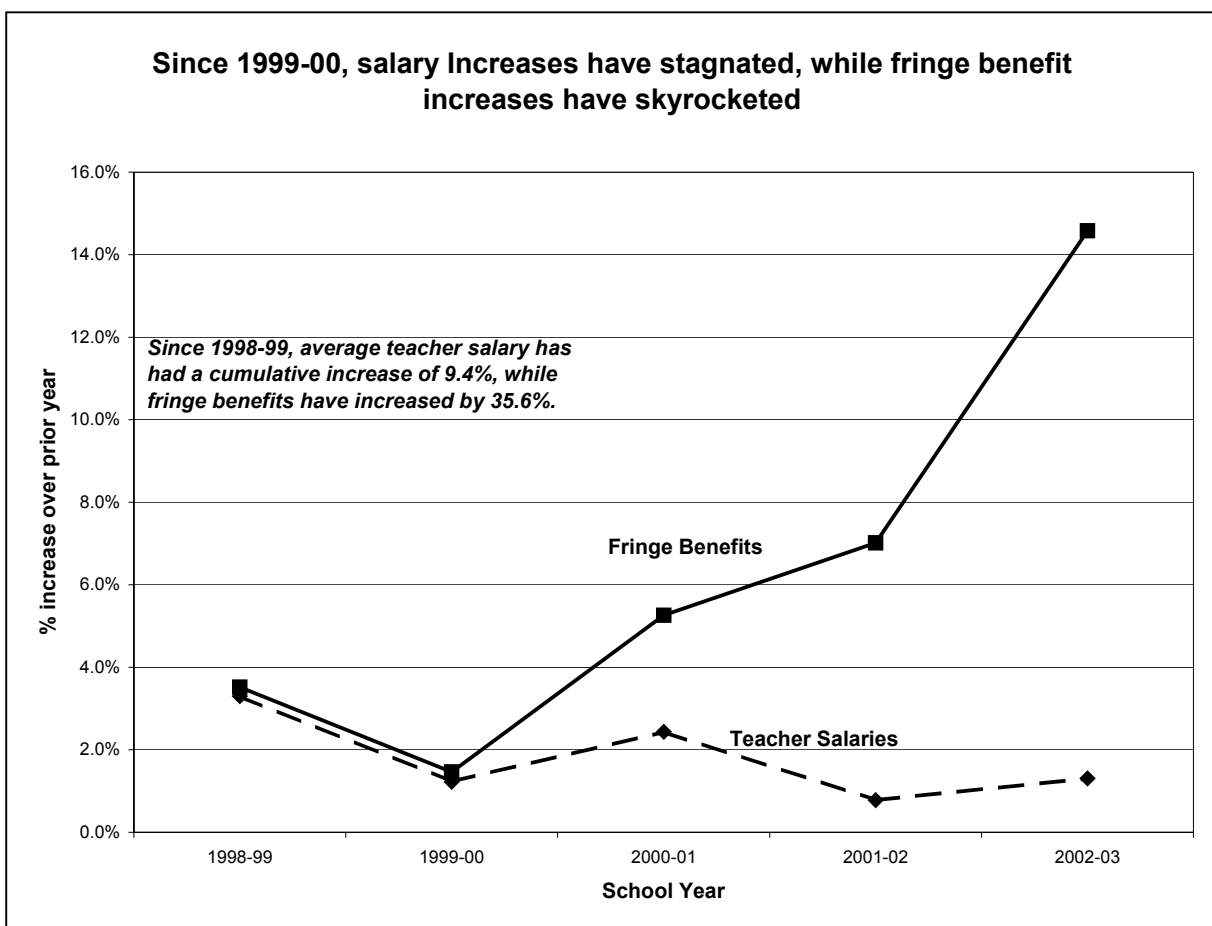
20. State-by-state comparable data on fringe benefits is not available by teacher. The Census Bureau reports instructional fringe benefit information on a per student basis. Noting the fact that these data do not control for the number of teachers that a state employs (or the levels of experience), Wisconsin's rankings on fringe benefits have been relatively consistent between 1992-93 (the year before the QEO was implemented) and 2000-01 (the most current year available), varying between 2<sup>nd</sup> and 4<sup>th</sup> (though Wisconsin's percentage

advantage has decreased), while its salary ranking has dropped.

Based on Census data for the 2000-01 school year, Wisconsin ranked 3<sup>rd</sup> in instruction-related fringe benefits (51.7% above the national average), and 13<sup>th</sup> in instruction-related salary (5.7% above the national average). In 1992-93, Wisconsin ranked 2<sup>nd</sup> in fringe benefits (68.5% above the national average) and 7<sup>th</sup> in salary, 15.3% above the average.

21. The impact of increased fringe benefit costs is also readily apparent when teacher fringe benefit increases are compared to salary increases. As illustrated in [Chart 2](#), teacher fringe benefit increases have increased by almost four times the rate of salary increases between 1998-99 and 2002-03. Based on an analysis of DPI data for 2002-03, the average statewide teacher's salary was \$43,400 and average total fringe benefits were \$18,100, for total average compensation of \$61,500 and a total fringe benefit rate (as a percent of salary) of 41.7%.

**Chart 2**



#### Interaction with Revenue Limits

22. School districts have argued that the mismatch between the allowable per pupil revenue limit increase and the QEO has increased the challenge of balancing school district budgets without cutting programs. As this mismatch- under which the percentage increase in per



pupil spending is generally less than the 3.8% QEO increase- has compounded over the years, districts (especially the increasing number with low or flat enrollments) argue that the difficulty in balancing their budgets has become even more difficult.

23. For 2002-03, that amount of the revenue limit increase was \$230 per pupil, which allowed school districts spending to increase by an average 2.6% (other adjustments, including referenda approved debt and categorical increases provide additional spending authority). Data from DPI on instructional compensation (both salary and fringe benefits) for 2002-03 indicate that 2002-03 total statewide instructional compensation costs increased by 5.0%. Comparing instructional compensation to the total increase allowed by the per pupil increment also indicates that 2002-03 the first time since revenue limits were implemented that instructional compensation costs increased by a greater dollar amount than the per pupil increase provided.

#### Impact of QEO on innovation

24. It has also been argued that the QEO law has inhibited the effort to make more innovative changes to the way teachers are compensated. The QEO law allows the school board to either go to arbitration or implement a QEO. However, to implement a valid QEO, state law requires that a very specific set of criteria be met. To avoid arbitration, the QEO law clearly encourages school boards to preserve virtually all elements of the existing contract, as it relates to wages, hours and conditions of employment.
25. While school boards and teacher bargaining units can mutually agree to bargain alternative compensation arrangements, the difficulty school boards have in managing costs within the revenue limits and concerns teachers may have about the objectivity and complexity of basing compensation on factors other than years of experience and credits earned (along with losing elements of their benefits package, especially health care benefits) appears to have discouraged attempts to restructure compensation.
26. The current QEO law, traditional teacher salary grid, and rapidly increasing health insurance costs have encouraged the maintenance of the status quo. For a QEO to be valid, school boards must maintain the existing salary grid, which for most districts is based purely on length of service and additional credits earned, whether or not these credits have any relation to the subjects or grade levels taught. In addition, QEOs must maintain the existing fringe benefit package, including health insurance, even at the expense of salary increases. Maintaining existing health insurance plans, regardless of cost, may be an important issue to senior teachers who have built relationships with certain providers and are concerned about any change in services, but may not provide much incentive to younger teachers for whom salary may be more critical.
27. The Department of Public Instruction has taken a critical first step to create a framework for compensation that moves away from a longevity/credits received system to a knowledge and skills based system. The department's extensive rewrite of the administrative rules related to teacher licensure has created a three-tiered licensing system that focuses on developing the knowledge and skills to become a better teacher. Table 2 summarizes the new licensing stages.

**Table 2**

**WISCONSIN QUALITY EDUCATOR INITIATIVE LICENSE STAGES CHART**

Components	EDUCATOR LICENSE STAGES UNDER PI 34		
	Initial Educator Available after 8/31/2004	Professional Educator* Available 7/1/2004	Master Educator (optional) Available 7/1/2004**
Wisconsin Standards for teachers, administrators, and pupil service personnel	Proficiency in all teacher, pupil services or administrator standards-focus on 2 or more	Increased proficiency in all teacher, pupil services or administrator standards, but focus on 2 or more	Mastery of all teacher, pupil services or administrative standards
Prerequisites	Completion of a performance based professional education program with IHE endorsement  Passing scores on state superintendent approved standardized test in license area	Successful completion of initial educator requirements/PDP	Complete five years successful experience as professional educator, and related Master's Degree
<b>Professional Development Plan:</b> <ul style="list-style-type: none"> <li>• Learning Goals</li> <li>• Identified Activities</li> <li>• Timelines</li> <li>• Evidence of Collaboration</li> <li>• Assessment Plan</li> </ul>	Yes	Yes	<b>Portfolio</b> to state superintendent with evidence of Standards Mastery and <ul style="list-style-type: none"> <li>• contributions to profession</li> <li>• improved pupil learning</li> <li>• &amp; demonstration of exemplary school performance – (video)</li> </ul>
Length of License	5 year non-renewable, minimum three years	5 year renewable	10 year renewable
Who approves, monitors and assesses?	Team: Initial Educator Team Three members—administrator, IHE representative, peer (not mentor) approve goals, monitor & verify completion of the professional development plan	Team: Professional Development Team—3 licensed educators selected by peers review and verify successful completion of the professional development plan	Team: Assessment Team—3 trained educators of similar job responsibilities selected by state superintendent—assess evidence of mastery of all standards through required portfolio entries & video review
Support	Mentor and feedback from Team	Feedback from Team	Assessment & feedback by Team

\*Please note: Currently licensed educators may continue to renew their licenses at the professional stage by completing either a professional development plan or six semester credits of professional development.

\*\*The master educator license is currently available for teachers certified by the National Board for Professional Teaching Standards.

*Source: Department of Public Instruction*

However, there currently is no link between the new license stages and compensation. The QEO and revenue limits have made it difficult to make this change to the current pay grids. Even the Plymouth School District, which has bargained knowledge and skills elements into its contract, has not been able to implement the knowledge and skills increments because funding is not available without making, what have been deemed to be, unacceptable cuts in other areas.

### **QEO and Compensation Recommendations**

While school boards are not required to implement the QEO, revenue limits and pressure not to raise property taxes provides a strong incentive to fall back on the status quo. It is clear that the current teacher compensation structure is designed exclusively to hold down costs and provides no incentive for either teachers or school boards to improve instructional quality. Furthermore, as noted above, the QEO has caused morale problems within the teaching profession.

In response to the serious concerns about the viability of the current system, the subcommittee engaged in a vigorous discussion regarding how to implement a compensation system that recognizes the importance of maintaining a high quality teaching workforce and provides

incentives to improve pupil learning. While it did not reach consensus on the process for reform, the subcommittee agreed, in principle, that the following changes to the current teacher compensation system would be desirable:

- ***The QEO law has not had a positive effect on the educational environment and should be replaced with a system that both teachers and administrators agree will encourage teachers to further develop their teaching skills.***
- ***Increasing teachers' knowledge and skills related to their teaching responsibilities will improve pupil learning. Linking teacher salary increases to teachers' acquisition of these knowledge and skills better promotes this goal than a system based exclusively on length of service and credits earned.***
- ***Incentives, including state funding for pilot programs, should also be available to teachers who agree through collective bargaining to implement a compensation plan that is linked to the acquisition of knowledge and skills and improving pupil learning.***
- ***The increasing school health care costs must be addressed so that the growing costs of fringe benefits do not make the needed improvements in teacher salaries impossible, or too burdensome for districts and their taxpayers. Reaching agreement on a mechanism that would lead to repeal of the QEO would be a good first step to require teachers and school districts to search for more innovative solutions to a problem that is vexing not only for schools, but for most levels of government and businesses as well. Decisions about changes to health care benefits should respect the fact that health care benefits have been established through the collective bargaining process, often at the expense of higher salaries.***

***Provided that health care quality remains at a high level, we should identify initiatives to reduce health care costs and allocate savings into salaries (or other mutually agreed upon improvements to the educational environment). Savings achieved through health care reforms should not be viewed as resources to fill budget gaps, but resources designated for improvements to teacher salaries (or mutually agreed upon alternatives). While health care reforms could provide one source of funds for increasing teacher compensation, they should not be viewed as the only such source.***

- ***DPI's revision to teacher licensure requirements (PI-34) is an important first step to promote professional development and improve pupil learning. However, PI-34 should not be viewed as the final step or the only solution. Work needs to continue, in Wisconsin and nationally, to develop a system that allows teachers, administrators and policymakers to measure gains in pupil learning and accurately assess the value added by the educational system and its participants.***
- ***To provide additional resources to support instructional activities, school districts, especially those with low enrollments, should explore consolidating services, including administrative and instructional services and joint collective bargaining. This consolidation can be achieved through bi- and multi-lateral agreements or through greater use of CESAs, which were created to provide a vehicle for sharing services among member districts.***

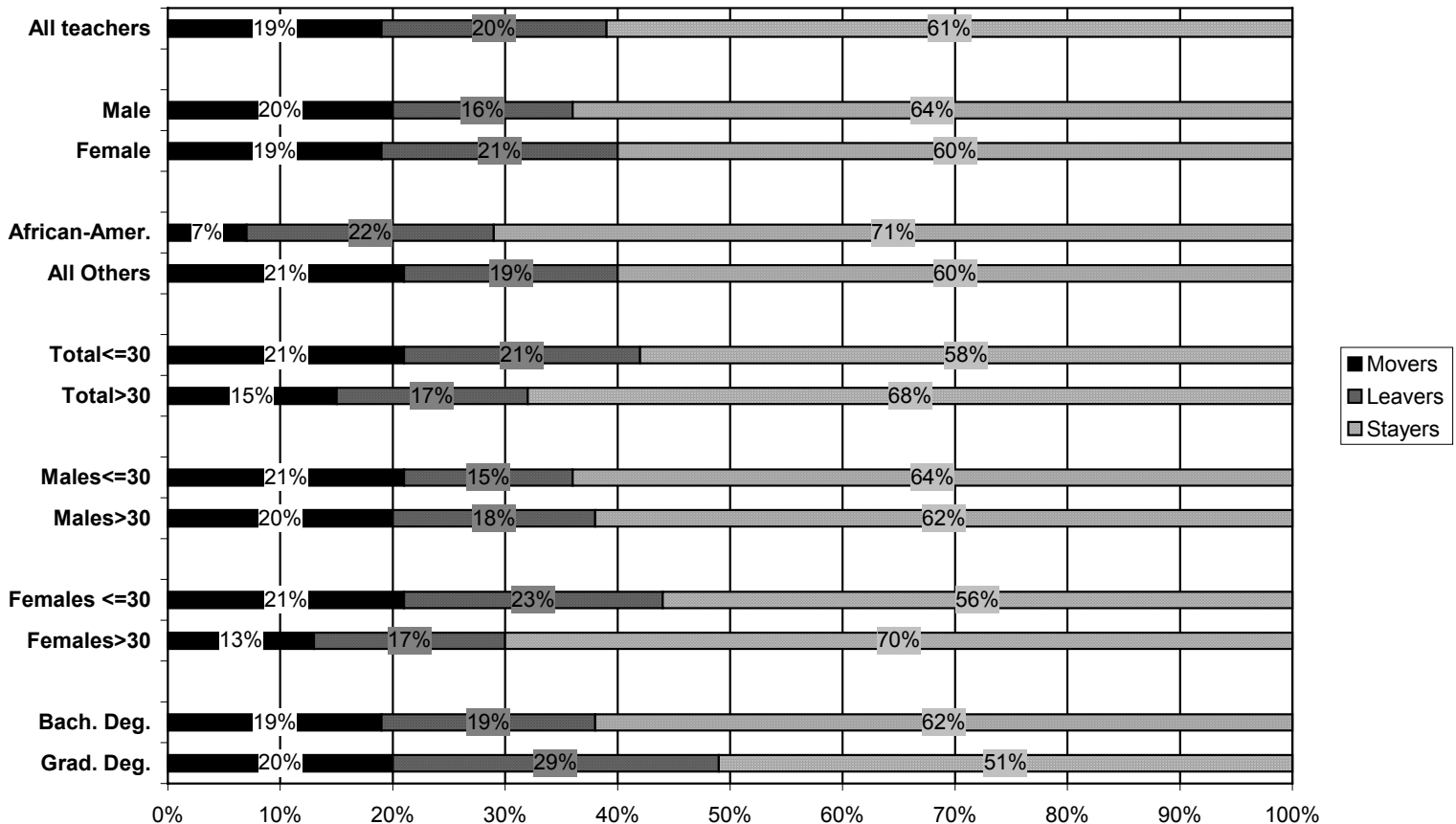
## **Recruitment and Retention**

### **Overview**

1. According to the Department of Public Instruction, over 1 million Wisconsin students attended public and private schools in grades prekindergarten through 12 in Wisconsin. Over 60,000 teachers, 15,000 aides, and 1,700 principals serve these students, and provide the basis for Wisconsin's vibrant education workforce.
2. Research on teaching is clear that a high quality, highly trained teacher is one of the most important ingredients in improving pupil learning. Recruiting and retaining these education professionals is critical to Wisconsin's future. Research demonstrating who stays and who leaves the teaching profession is a helpful tool in developing policies geared toward attracting and retaining high quality educators.
3. A 2002 study entitled "Teacher Turnover in Illinois, Indiana, Minnesota, and Wisconsin: Who Stays, Moves, and Leaves?" by Theobald and Michael examined Wisconsin teachers who entered the profession in 1994-95 school year. The statistics for teachers who studied at Wisconsin's education schools, but leave to teach in other states, were not exceptional (roughly 5%-8% of Wisconsin students take their first teaching job in other states). However, the results demonstrated the following areas of concern relating to teacher turnover in Wisconsin:
  - 20% of new teachers in Wisconsin left the profession within 5 years.
  - 19% left their starting district to teach elsewhere in Wisconsin within five years.
  - Women who entered teaching at or before age 30 were more likely to leave teaching (women represent 71% of new teachers in Wisconsin).
  - Teachers with graduate degrees were also significantly more likely to leave teaching.

Chart 3

### % of Teacher Turnover in 5 Years by Selected Personal Characteristics



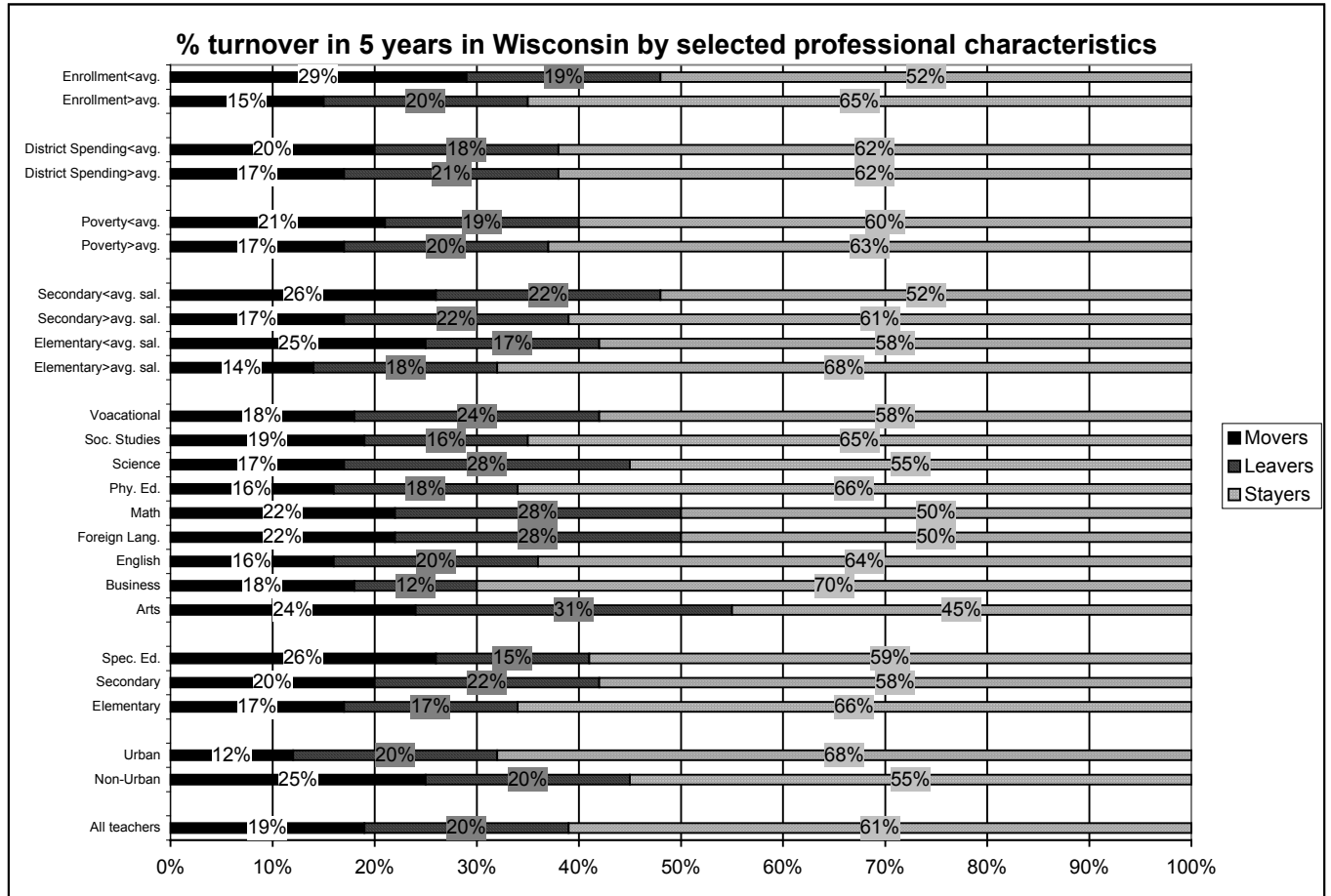
Source: "Teacher Turnover In Wisconsin", North Central Regional Educational Laboratory,  
<http://www.ncrel.org/quality/mobility/wi/move.htm>

4. Further, the researchers studied specific professional characteristics, which raise the following concerns:

- Turnover in smaller school districts was nearly 50% after 5 years. According to DPI, the rate is even higher for secondary school teachers.
- Teachers were less likely to move out of urban districts and are much more likely to leave low-enrollment, non-urban districts. This characteristic was unique to Wisconsin. However, it should also be noted that retention continues to be an issue in Milwaukee, which, according to DPI data, has the 2<sup>nd</sup> least experienced teaching force in the state. Milwaukee teachers' average total experience of 9.8 years is significantly below the state average of 15.3 years.
- Secondary teachers were more likely to leave the profession.

- Secondary teachers in the arts, science, math, vocational education and foreign language were the most likely to leave teaching altogether.

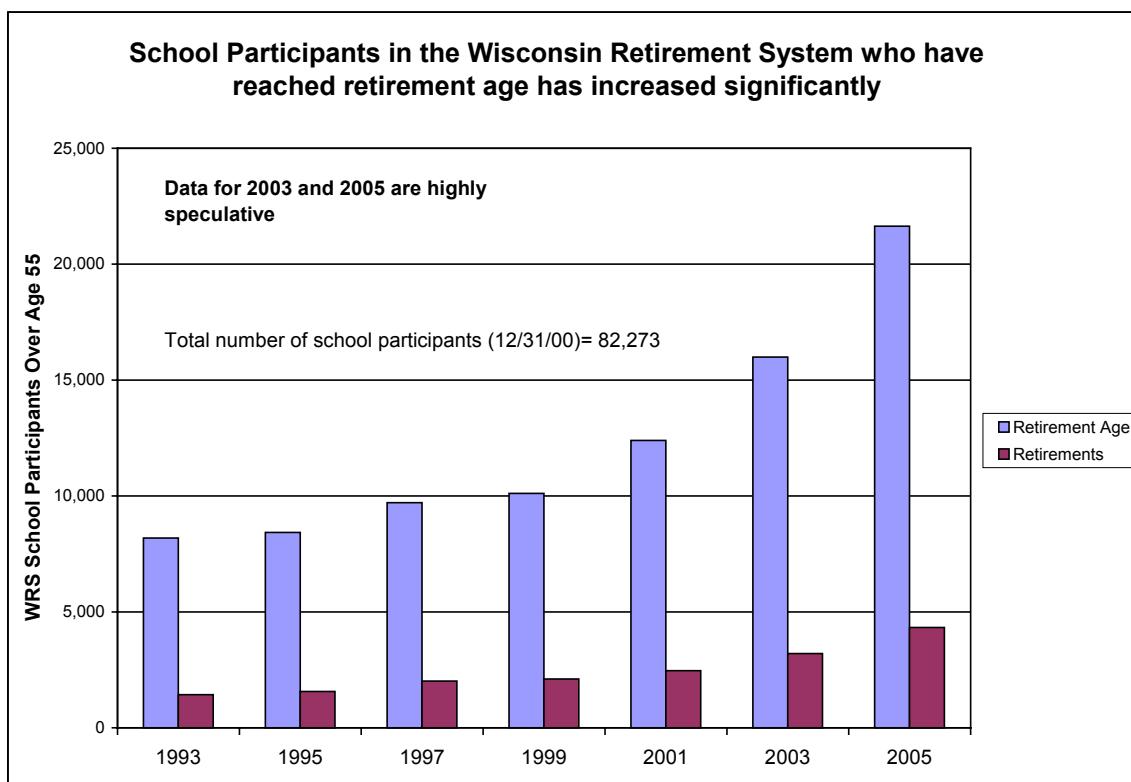
**Chart 4**



Source: "Teacher Turnover In Wisconsin", North Central Regional Educational Laboratory,  
<http://www.ncrel.org/quality/mobility/wi/move.htm>

5. In addition to the shortages in certain geographical areas of the state and certain subject areas, the state will soon be suffering from an overall shortage of experience teachers. According to a June 2003 report by the Wisconsin Taxpayers Alliance, "The Changing Face of School Staffing," nearly one-third of Wisconsin public school teachers were age 50 or older in 2002. Wisconsin school districts face the challenge of replacing one-fourth of their teaching staffs over the next six years. Chart 5 summarizes data from the Wisconsin Department of Employee Trust Funds. These data indicate that by 2005 the number of teachers eligible to retire will have increased by 160% over the 1993 number, from 8,200 to almost 22,000.

**Chart 5**

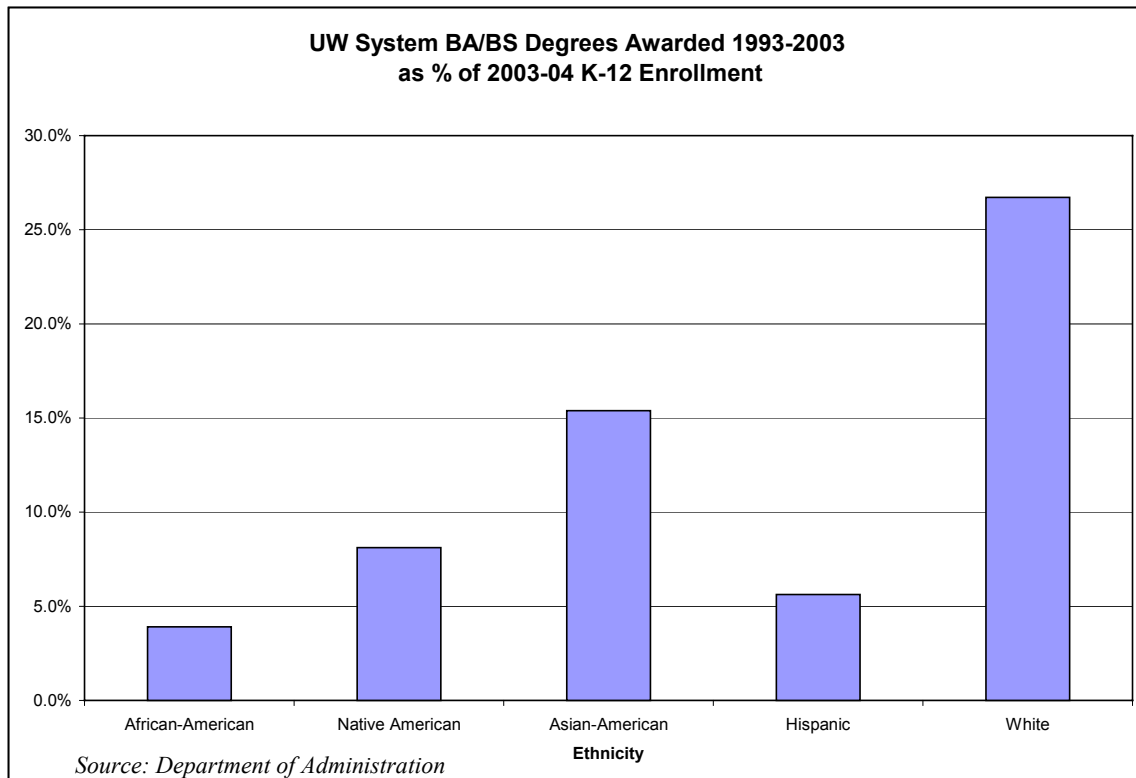


Source: Wisconsin Department of Employee Trust Funds and Department of Administration

6. Moreover, the teachers districts will need to replace are likely to be those with the most experience. According to the study, the average Wisconsin teacher had nearly 20 years of experience. Teachers above age 50 averaged 32 years of experience. Wisconsin school districts will be faced with the challenges of replacing these highly experienced teachers with a new, less experienced workforce.
7. Another important recruitment issue is developing a teaching workforce that reflects the diversity of the state's population. The disparity between the number of students of color and the number of teachers of color in the current workforce is striking. African-American students, for example, comprise 10.5% of Wisconsin K-12 students. African-American teachers, on the other hand, comprise only 2.8% of Wisconsin's teaching force. Similar disparities exist for Hispanic, Native American and Asian teachers.
8. Data from the UW System illustrates another difficulty in achieving parity between students and teachers of color. To achieve a 10.5% African-American teacher population would require an additional 4,600 African-American teachers. The sum of all bachelor's degrees awarded to African-American students, regardless of major, by the UW System over the ten year period between 1993 and 2003 equaled only 3,624, less than 80% of the number of African-American teachers needed to achieve parity. This assumes every African-American awarded a bachelor's degree over that period became a teacher. By comparison, white students receiving bachelor's degrees over that same period equaled almost three times the number of white teachers.

9. Chart 6 further illustrates this point by comparing UW baccalaureate degrees awarded between 1993 and 2003 to 2003-04 K12 enrollment by ethnic group. Whereas White degree recipients equal almost 27% of White K12 enrollment, African-American degree recipients equal less than 4% of African-American enrollment.

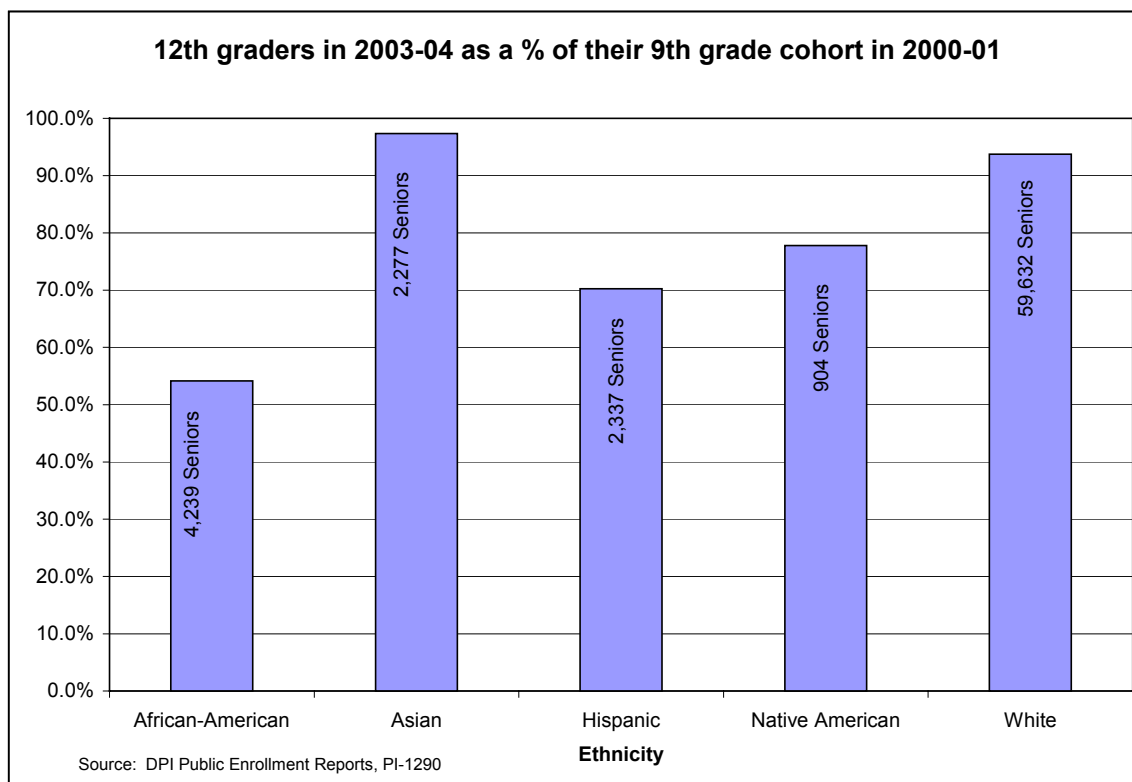
**Chart 6**



9. The problem can be traced back even further. As illustrated in Chart 7, in the 2003-04 school year, the number of African-American high school seniors equals only 54% of the number of African-American 9<sup>th</sup> graders in 2000-01. The rates for Hispanic and Native American students are also a cause for concern at 70% and 78%, respectively. The number of Asian and white seniors, on the other hand, exceeds 90% of the number for their respective cohorts of 9<sup>th</sup> graders.



**Chart 7**



10. Overall, the evidence suggests that, with the important exceptions of improving diversity in the teaching force and addressing certain specific recruitment needs (e.g., special education, subject area teachers for isolated rural districts), retaining teachers is a bigger concern than recruiting teachers.
11. The data on programs that are successful in recruiting and retaining teachers are not as clear-cut as the data illustrating the challenges. While many reviews of the research on retention have found promising results for certain strategies, most acknowledge the difficulty of producing definitive findings on such a complex subject.
12. In general, the research suggests that programs that create a consistently supportive environment for teachers work best for recruiting and retaining them. One-shot incentives, such as signing bonuses, may be effective in generating initial interest, but the research indicates these approaches are not effective in retaining teachers.

Among the strategies that have demonstrated success are:

- Providing career ladder opportunities, such as the structure established by DPI's PI-34 licensure rules, which encourage teachers to remain in the classroom through the attainment of master teacher status. Treating the unique challenges of teaching in inner city and small, economically disadvantaged rural districts within the licensing structure is also important.
- Creating mentoring programs to provide support and professional development opportunities to new teachers. A comprehensive review of the research on mentoring

programs by the Education Commission of the States (Ingersoll and Kralik, 2004) concluded that “collectively the studies do provide empirical support for the claim that assistance for new teachers and, in particular, mentoring programs have a positive impact on teachers and their retention.” Mentoring programs generally assign an experienced teacher to work closely with new teachers during their first year or two in the profession. Connecticut’s Beginning Educator Support and Testing (BEST) Program provides a comprehensive program of mentoring, beginning teacher clinics and content-specific seminars.

- Establishing forgivable loan programs for teachers who agree to teach in hard-to-staff schools. According to a 2002 report of the Southeast Center for Teaching Quality at the University of North Carolina, the North Carolina Teaching Fellows program (which only requires that recipients teach in the state to have their loans forgiven) has proven very successful, with 82% of the teachers still employed in teaching after the full loan was forgiven (after four years).
- Providing ongoing salary incentives to teach in high need areas. New York State has recently implemented salary incentives for teachers to teach in New York City schools, while California has implemented an income tax credit program for teachers based on their length of service.

13. After considerable discussion and debate, the teacher issues subcommittee agreed on the critical importance of recruiting and retaining high quality teachers who:

- will be needed to replace the large cohort of “baby boom” teachers who will be retiring over the next decade;
- reduce the level of teacher turnover, especially among younger teachers and teachers in urban and small, rural districts.
- reflect the diversity of Wisconsin’s population, especially in the state’s urban areas; and
- are excited about teaching in and understand the unique needs of Wisconsin’s small, rural and large, urban school districts.

The Task Force also understands that a “one program fits all” will not provide the supply, quality and diversity that is needed in the teaching force to ensure that all children are guaranteed an opportunity for a sound, basic education. The Task Force recommendations in this area reflect a multifaceted approach to ensuring that the supply of high quality teachers will be met.

### **General Recruitment Recommendations**

To achieve its goal of recruiting a dynamic and diverse teaching force, the subcommittee makes the following recommendations:

- ***Establish a statewide teacher cadet program, modeled after the program in place in South Carolina.*** The teacher cadet program would provide high school juniors and seniors with insight into the nature of teaching, the problems of schooling and the critical issues affecting the quality of education in America's schools. This is accomplished through a year-long, one period per day class. Students would be selected for the program based on grade point average, teacher recommendations, a personal essay and interviews.

The program in South Carolina (a state with about 75% of Wisconsin's enrollment) involves 2,200 students annually in 150 high schools. Surveys of students indicate that 35% of teacher cadets indicate plans to pursue teaching compared to 10% who would have considered teaching without this program.

The estimated cost of the program is approximately \$130 per student, which is used primarily to train teachers to teach the course and provide course materials. The curriculum was developed by Teacher Cadet teachers.

- ***Encourage the expansion of future teachers clubs, and distributive education (work-study) and youth apprenticeship-type programs that expose high school students to the teaching profession.*** These organizations and experiences should help greater numbers of students recognize teaching as a viable and important profession.
- ***Create a state-funded forgivable loan program with a required institutional match for undergraduates or graduate students who agree to teach in high need schools.*** The Department of Public Instruction would develop standards to qualify as a high need school, but schools would include those with high percentages of low-income students or those in rural, low enrollment districts. Higher education institutions that wish to participate in the program would be required to provide a match from institutional funds. The subcommittee's expectation is that matching funds would be raised through partnerships between the higher education institutions and private businesses. The subcommittee believes that private businesses understand the relationship between an educated workforce and both higher productivity and lower costs for social service and correctional programs. Loans would be forgiven at the rate of 25% annually for each year of teaching in a qualifying school.
- ***Encourage public and private colleges along with private business to collaborate on expanding alternative licensure programs for adults interested in pursuing a teaching career.*** An example of this collaboration is the Milwaukee Teacher Education Center (MTEC), which is a partnership of MPS, with the Milwaukee teachers' union (MTEA), the UWM School of Education, the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce. MTEC allows individuals who hold baccalaureate degrees to participate in an intensive one-year training program to obtain their teacher licenses. Experienced MPS teachers serve as full-time faculty for the program, with additional instructional support coming from UWM, the community and area businesses. There are currently almost 600 MTEC-trained teachers in Milwaukee classrooms comprising almost 10% of MPS's teaching force. The retention rate of MTEC teachers after five years is about 80 percent, significantly above the MPS average of 50 percent. The program is currently funded primarily by tuition and some limited federal funding. Funding constraints have limited the program to training teachers for K-8 and special education. Additional public and private support would allow for expanded enrollment.

## Diversity-Related Recruitment Recommendations

- **Create a separate category under the Minority Precollege Scholarship program for students who participate in eligible precollege programs related to careers in teaching.** The current Minority Group Pupil Scholarship Program provides \$2.2 million annually to fund approximately 6,600 scholarships to attend precollege programs sponsored by 28 public and private postsecondary institutions throughout the state. According to performance measure data collected by the DPI, approximately 90% of minority precollege scholarship recipients enroll in a postsecondary program. Depending on what programs are established, additional funding of \$1,000,000 should allow for the creation and expansion of teaching career programs to approximately 2,500 additional students.

Some models for a precollege teaching career-oriented program already exist. For the past four years, UW-Milwaukee has sponsored Urban Teacher World, a two-week summer program that introduces Milwaukee area high school sophomores to the field of education. In addition, DPI, UW-La Crosse, Viterbo University, Milwaukee Public Schools and the Wisconsin Education Association Council sponsored a similar one-week Teacher World program at UW-La Crosse. However, that program was suspended after 2002 due to lack of funding.

- **Create a new minority teacher forgivable loan program for undergraduate teacher education students attending UW-Milwaukee (UWM).** In July 2003, UW-Milwaukee was one of seven new recipients of a 5-year, \$5 million grant to improve teacher education from the Carnegie Corporation. UWM is also the only institution in the state offering a Ph.D. in urban education. UWM's focus on urban education. Providing additional support for this program will permit UWM to further develop its emphasis on urban education in its undergraduate program. The program should be modeled after the existing Minority Teacher Loan Program, administered by the Higher Educational Aids Board (HEAB), provides forgivable loans to minority group college students who are in their junior and senior years and who agree to teach in schools with at least a 29% minority population. For each year of teaching in an eligible school district, 25% of the principle and interest of a student's loan obligation is forgiven. HEAB currently awards loans up to \$2,500 annually and expects to provide loans to 110 teacher education students in 2003-04, fully expending the \$262,100 appropriated for the program. Funding of \$250,000 annually will allow an additional 100 students to receive forgivable loans, assuming awards of similar in size to the existing program.
- **Support efforts to increase the number of minority group high school and college graduates.** While the subcommittee believes that increased efforts to interest students of color in careers in education will play a valuable role in improving the diversity of Wisconsin's teaching force, creating a teaching force representative of the diversity of Wisconsin's student population will not happen without increasing the rates at which students of color graduate from high school and college.

## Retention Recommendations

As the evidence suggests, retaining teachers may be even a bigger challenge for school districts than recruiting teachers. To help improve school district retention rates, the subcommittee makes the following recommendations:

- ***Provide a \$1,500 income tax credit to teachers who teach in high poverty or low enrollment school districts.*** The subcommittee considered an escalating tax credit that provides larger credits to teachers the longer they teach, but the consensus was that the major challenge was retaining younger teachers. A refundable \$1,500 income tax credit for teachers who teach in districts with low-income enrollment exceeding 30% (as determined by free-and-reduced-price lunch eligibility) or with total enrollments below 500 students and low-income rates above 20% is estimated to reduce state revenues by approximately \$16 million annually.
- ***Implement DPI's proposal, included in its Quality Educator and Retention Initiative (QERI), to provide a categorical aid program to support initial educators.*** Many studies recommend that for new teachers having strong support from a mentor, as well as other school building staff is an even more important factor in retention than is salary. DPI's proposal would provide funding to support initial educators through seminars and mentoring services. Funds would be used to supplement the salaries of teachers serving as mentors, reducing the mentors' workloads, providing seminars and other activities approved by the Department. In addition, the proposal recommends an additional \$500 be provided to teachers certified as master educators by DPI who agree to serve as mentors. DPI proposes that \$1,500 be budgeted for each initial educator with a total annual cost (based on an estimate of 3,500 initial educators annually) of \$5.3 million.
- ***Implement DPI's QERI proposal to provide a state-funded grant to master educators in districts with greater than 50% low-income enrollment to serve as resources to students, staff and the community through seminars, special classes and other special projects.*** This program would be similar to the Kohl Fellowship program. The Kohl Teacher Fellowship program recognizes and supports teaching excellence and innovation. The program's goal is to help support teachers in the pursuit of unrealized goals for their classrooms or professional development. Separate \$1,000 grants are awarded annually to 100 teachers and their schools. Teachers must be nominated by a member of the school community or the municipality and agree to teach for at least one year following receipt of the grant.
- ***Implement DPI's QERI proposal to expand the current state program which awards \$2,500 annual grants awarded to teachers who receive NBPTS certification to include teachers who receive the master educator's license.*** The master educator's license is of comparable rigor to NBPTS certification. Expanding the grant program will encourage more teachers to seek the highest teaching skill levels DPI estimates that 75 teachers will qualify for the grant in its first year (a cost of \$187,500) with an additional 25 teachers annually (an additional \$62,500 per year).
- ***Create a specialty within the master teacher license category for teaching in high poverty urban and low rural districts.*** Urban and small, rural school districts have difficulty retaining teachers. A master license specialty in these areas will provide an incentive for teachers to continue to develop the knowledge and skills needed to improve pupil learning these very challenging environments where both communities and families are stressed.